



CHAPTER 2. LAND USE ELEMENT

2.1 Introduction

2.1.1 PURPOSE AND INTENT

The Land Use Element is the cornerstone of the Duvall Comprehensive Plan. Its purpose is to ensure that an adequate supply of land and a desired mix of uses are available to accommodate Duvall's future growth, and to set a foundation for the successful implementation of other Comprehensive Plan elements, including: Housing; Parks and Recreation; Economic Development; Transportation; Capital Facilities; and Environment and Sustainability. The Land Use Element directs Duvall's long-term development by introducing strategies that will capitalize on the City's strengths, and address challenges it could face in realizing its vision.

Through an extensive community participation process and analysis of Duvall's existing conditions, it is clear citizens believe that Duvall's quality of life is greatly enhanced by its small-town character, environmental quality, and economic vitality. Duvall also has great potential for community, economic, and social growth in the coming years. This Element ties together multiple land use and development considerations that acknowledge and celebrate Duvall's past while planning for a bright future.

The following goals reflect Duvall's aspirations for an integrated, well-designed and livable city with a strong sense of history and identity. The policies set a course of action for achieving the goals. The Land Use Element Analysis that follows describes the Element's regulatory context and Duvall's existing conditions, growth targets, and development capacity. It also outlines future land use designations that will accommodate Duvall's growth and development, as well as design standards to ensure that as Duvall grows, its authenticity and small-town feel will remain intact.

2.2 Goals and Policies

GOAL LU1: Duvall's safe, friendly, and family-oriented small-town character is preserved and enhanced.

Policies

- LU 1.1 Establish setbacks, height limits, and massing controls consistent with neighborhood context.
- LU 1.2 Implement outdoor lighting standards that balance the need for public safety and security with the prevention of light pollution.
- LU 1.3 Encourage the implementation of low-impact design principles, including narrow streets widths, treed medians, and traffic calming measures, consistent with public safety and emergency service needs.



- LU 1.4 Develop lighting standards for developments that implement Illuminating Engineering Society (IES) standards for number of streetlights and light poles for use in designated zones.
- LU 1.5 Consider developing a density bonus ordinance to allow increased density in exchange for additional native open space, additional environmental protection, or for the development of senior housing, affordable housing or workforce housing.
- LU 1.6 Promote a safe, attractive, and welcoming family-friendly atmosphere in residential and business neighborhoods.

GOAL LU2: Old Town is a public destination distinguished by its historic character.

Policies

- LU 2.1 Continue to implement and monitor the progress of the Downtown Sub-Area Plan; reflect changes to conditions and community goals through the annual Comprehensive Plan amendment process, as warranted.
- LU 2.2 Consider developing a public plaza in the Old Town area.
- LU 2.3 Work to ensure that small-scale, pedestrian-friendly, retail and restaurant uses locate in Old Town.



Photo LU-1. Old Town Duvall

Source: NW Escapes, King5

GOAL LU3: Building and site design for residential, commercial, industrial, and mixed-use development promote and ensure visual and functional consistency with adopted plans.

Policies

- LU 3.1 Administer building design and site plan review consistent with the Comprehensive Plan, Downtown Sub-area Plan, and Citywide Visioning Plan.
- LU 3.2 Review and update building and site design standards, as needed, to ensure effectiveness and consistency with adopted goals and policies relating to Duvall's visual quality.
- LU 3.3 Implement parking requirements to ensure that adequate off-street parking is provided for all developments. Encourage shared off-site parking that is within close proximity and well lit.
- LU 3.4 Evaluate and monitor parking policies in Old Town to encourage development and redevelopment.



- LU 3.5 Provide flexibility in the administration of design standards to allow for innovative products and creative, effective solutions to site challenges.
- LU 3.6 Preserve the physical and visual connectivity of neighborhoods by discouraging fences and walls along minor arterials and collector streets. Where allowed, establish height limitations, setbacks, and landscape requirements for fences and walls adjacent to city streets.
- LU 3.7 Provide landscape buffers between non-similar residential development types.
- LU 3.8 Consider developing regulations that require new residential subdivisions to achieve a minimum net density per acre, and consider net density to be the density of residential development excluding such items as; environmentally sensitive areas, right of way, and or stormwater facilities.
- LU 3.9 Update subdivision and site plan standards, as needed, to reflect changes in design methodologies, technology, products, or adopted goals and policies relating to desirable development design.

GOAL LU4: Encourage mixed-use development, where appropriate, to meet the City's housing needs and to foster a compact and diverse community.

Policies

- LU 4.1 Limit residential density in mixed-use buildings where parking ratios significantly impair the site's capacity for compact development when, aboveground parking facilities are proposed.
- LU 4.2 Determine residential density and commercial area maximums through a flexible permit process when required parking for the residential portion of a mixed-use development is provided underground.
- LU 4.3 Implement a minimum requirement for new commercial development on each mixed-use parcel, except when existing structures are being renovated for commercial use.
- LU 4.4 Consider allowing residential development on upper floors of buildings in all zones.

GOAL LU5: Duvall contains a variety of housing types, including cottages, duplexes, triplexes, attached and detached single-family houses, townhouses, and apartments to accommodate residents' diverse preferences and income levels.

Policies

- LU 5.1 Continue to accommodate the development of single-family neighborhoods and accessory uses, consistent with the Growth Management Act (GMA) and City policies and regulations.
- LU 5.2 Encourage multi-family residential development consistent with Duvall's existing character.



- LU 5.3 New residential development projects should provide common open space for residents and functional, attractive pedestrian access to parks and open space within and surrounding the development site. Encourage the development of affordable housing by private developers and public-private partnerships, including strategies that incorporate cottages, duplexes, triplexes, and attached single-family houses into development proposals.
- LU 5.4 Consider including affordable housing requirements as part of pre-annexation agreements.
- LU 5.5 Encourage cottage, attached, affordable, senior and workforce housing by developing a program that considers density bonuses and economic incentives.

GOAL LU6: Opportunities for the development and redevelopment of retail, office, manufacturing and light industrial uses are available, consistent with land use and circulation patterns of Duvall.

Policies

- LU 6.1 Allow larger-scale retail buildings south of Old Town that are pedestrian-friendly and meet site planning and design principles for reduced bulk and mass.
- LU 6.2 Encourage commercial, small-scale manufacturing, flexible space, and institutional uses in order to create family-wage jobs, provide goods and services attractive to the local population, support entrepreneurship and new business development, and provide opportunities for workforce training.
- LU 6.3 Encourage the development of innovative commercial developments, such as village-style shopping centers, south of Old Town. Provide buffers, incorporating features such as existing vegetation, berms, fences, and landscaping, between commercial and industrial zones and neighboring single- and multi-family zones.
- LU 6.4 Encourage the development of local businesses by allowing flex-space for new and growing companies.
- LU 6.5 Support unique opportunities to site regionally-important facilities that offer substantial public benefit and help diversify Duvall's economy.

GOAL LU7: Connectivity between destination areas is provided through a network of trails, sidewalks, and roadways.

Policies

- LU 7.1 Require all new arterial streets to include sidewalks on both sides, and upgrade the existing arterial streets to include sidewalks on both sides as funding becomes available.
- LU 7.2 Provide safe and attractive pedestrian access between uses on-site and to connecting properties and sidewalks.
- LU 7.3 Promote mixed-use neighborhoods that facilitate walking to community destinations.



- LU 7.4 Encourage the siting of new parks, schools, and other community destinations within walking distance of residential areas.
- LU 7.5 Evaluate, and where feasible install, pedestrian and bicycle connections between new and existing developments.
- LU 7.6 Require new developments to provide bicycle and pedestrian infrastructure that ties into surrounding existing or planned trails or sidewalks using the site plan review process.
- LU 7.7 Create a network of pedestrian and bicycle trails linking parks and other recreational opportunities.
- LU 7.8 Design new networks for the disabled (ADA) and also for people with strollers and walkers.

GOAL LU8: Sense of community is fostered through a lively arts community, community engagement, historic preservation, public art, and public spaces.

Policies

- LU 8.1 Encourage the development of a centrally-located community center.
- LU 8.2 Prepare and implement a City cultural facilities plan.
- LU 8.3 Encourage the development of affordable live/work artist studios to enliven Duvall's artist community.
- LU 8.4 Explore partnership opportunities with nonprofit organizations to develop studio spaces and gallery space in existing buildings or new developments.
- LU 8.5 Support City-sponsored festivals and cultural activities that promote Duvall and its businesses and arts communities.
- LU 8.6 Find opportunities for public art in capital and private development projects where feasible.
- LU 8.7 Provide quality arts related community events to foster a sense of place for residents and visitors.
- LU 8.8 Support the Duvall Historical Society in its efforts to preserve and document Duvall's history.
- LU 8.9 Support the development of facilities and agricultural activities at the historic Dougherty Farmsteads by private and nonprofit organizations.
- LU 8.10 Support the annexation; and encourage the development, operation, and preservation of the Burhen heritage park.
- LU 8.11 Encourage Duvall Foundation for the Arts in their mission of building a Performing Arts Center in the City and their mission to support the arts and arts education.



- LU 8.12 Support the maintenance of public sites or properties that are currently on or eligible for the National Historic Register.
- LU 8.13 Support the placement of buildings on the National Historic Register.
- LU 8.14 Encourage community involvement and volunteerism.
- LU 8.15 Develop and implement a public art program, including identification of funding resources, to increase the presence of public art in Duvall.
- LU 8.16 Create public-private partnerships to support arts and culture in Duvall.

GOAL LU9: Duvall is a tourist destination that welcomes visitors with arts, cultural activities, and festivals that support a vibrant economy.

Policies

- LU 9.1 Encourage the shared use of public spaces for community festivals and activities, and create a supporting policy.
- LU 9.2 Assist in marketing efforts for organizations that conduct art and cultural activities in Duvall.
- LU 9.3 Support the Chamber of Commerce's efforts to promote tourism, cultural activities, and festivals in Duvall.
- LU 9.4 Encourage the development of lodging facilities that are consistent with Duvall's character.

GOAL LU10: Future Urban Growth Area (UGA) annexations are consistent with Duvall's land use and circulation patterns and do not adversely impact the City and its finances.

Policies

- LU 10.1 Develop a mechanism to ensure that levels of service (LOS) within the existing city limits will not be reduced as a result of annexation and development.
- LU 10.2 Require an analysis to ensure potential annexations will sufficiently contribute to the funding of City services prior to their approval, excluding annexations for public purposes.
- LU 10.3 The City should work with King County to revise its urban growth boundaries by removing land from their UGAR and adding an equal amount of land to an area called "South UGA" (as depicted on Figure LU-3). If approved by King County, the South UGA should be predesignated with a mix of Commercial – Retail and Office and Residential 6 Units per Acre.
- LU 10.4 Ensure that the undesignated North and South UGAR areas are not annexed until measures to revise urban growth boundaries are implemented, and specific annexation plans have been prepared for the areas consistent with the Comprehensive Plan FEIS Preferred Alternative.
- LU 10.5 Ensure that UGA's are designed in a cohesive manner to include park, trail and open space connections, vehicular connectivity, and joint stormwater facilities.



LU 10.6 Ensure annexations are consistent with King County Countywide Planning Policies and PSRC's Regional Growth Strategy, including coordinating with the County to confirm that the timing and annexed areas' anticipated land uses align with the City's allocated growth targets.

LU 10.7 Implement Annexation Plan and update on a regular basis.

GOAL LU11: Duvall and its surrounding landscape possess a natural beauty that is preserved and showcased.

Policies

LU 11.1 Preserve views of the Snoqualmie Valley for all to appreciate.

LU 11.2 Implement landscaping standards that require native plantings in all landscaped areas, encourage integrated pest management, discourage all aggressive growing exotic plant species, and require street trees for canopy and environmental functions.

LU 11.3 Provide for a minimum landscaping percentage of commercial and multi-family developments with requirements for survivability and surety measures.

LU 11.4 Ensure that new development adjacent to the Snoqualmie Valley Trail protects the integrity of the trail by incorporating a "soft edge" of native and informal plantings that complement the shoreline's riparian habitat, creating an authentic environmental experience for pedestrians.

LU 11.5 Require the identification of significant natural features, such as tree stands or large boulders, and encourage their preservation through site plan review and approval.

2.3 Land Use Element Analysis

This section describes the regulatory setting, existing land use conditions, and future land use patterns and designations based on Duvall's projected population and employment growth. It also outlines site and building design standards that will be used to maintain and promote Duvall's character and natural areas. Additional land use initiatives are presented in the adopted plans and initiatives included in the regulatory setting discussion.

2.3.1 REGULATORY SETTING

2.3.1.1 Growth Management Act (GMA)

Adopted in 1990, GMA requires state and local governments to manage growth by identifying and protecting critical areas and natural resource lands, designating urban growth areas, preparing comprehensive plans, and implementing them through capital investments and development regulations.



Under the GMA (RCW 36.70A.070), a Land Use Element is required to address the following:

- Distribution, location, and extent of land uses: agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other land uses;
- Population densities, building intensities, and estimates of future population growth;
- Protection of the quality and quantity of groundwater used for public water supplies;
- Drainage, flooding, and stormwater runoff within and near the jurisdiction as well as guidance for corrective actions to mitigate or clean discharges to waters of the state;
- Wherever possible, the Land Use Element should consider utilizing urban planning approaches that promote physical activity.

2.3.1.2 King County Countywide Planning Policies

Adopted in 2013 by the Growth Management Planning Council, this document outlines a countywide vision and serves as a framework for each jurisdiction to develop its own comprehensive plan. The document establishes population and employment targets for all King County cities, including Duvall. To ensure consistency with King County's Countywide Planning Policies, Duvall must show that it has the zoning capacity and ability to provide public services to accommodate its growth targets through 2035 (King County, 2012a).

Some of this growth may occur within the UGA, where the City will be responsible for providing urban services, residential densities, and a mix of land uses to accommodate projected growth. As stated in the King County Countywide Planning Policies, the designated UGA of Duvall shall:

- Include all lands within the existing City in the UGA;
- Be sufficiently free of environmental constraints to be able to support rural city growth without major environmental impacts;
- Be contiguous to city limits;
- Have boundaries based on natural boundaries, such as watersheds, topographical features, and the edge of areas already characterized by urban development;
- Be maintained in large lots at densities of one home per five acres or less with mandatory clustering provisions until such time as the City annexes the area;
- Be implemented through interlocal agreements between King County, cities, and special purpose districts, as appropriate, to ensure that annexation is phased, nearby open space is protected, and development within the UGA is compatible with surrounding Rural and Resource Areas;
- Not include designated Forest or Agricultural Production District lands unless the conservation of those lands and a continued resource-based use, or other compatible use, is assured.

2.3.1.3 King County Comprehensive Plan

Adopted in 2012, the King County Comprehensive Plan establishes policies for all land use and development regulations in unincorporated King County, and for regional services throughout the



County including transit, sewer, parks, trails and open space. The plan designates a potential annexation area (PAA) for Duvall that would be the initial area that the City could annex outside of the current city limits. The current County- designated PAA for Duvall is consistent within areas currently designated as UGA and UGAR. Upon annexation, the City's plans, policies and regulations would govern new development (King County, 2012b).

2.3.1.4 Duvall Downtown Sub-area Plan (Downtown Plan)

The Downtown Plan (City of Duvall, 2004) was conceived as a critical follow-up to the City-wide Visioning Plan, which identified preservation and enhancement of downtown as the highest priority goal (City of Duvall, 2003). The Downtown Plan provided a more detailed vision for the downtown area, including historic Main Street and Old Town; McCormick Park and the riverfront area; the commercial area south of Old Town (Midtown); and mixed-use and residential areas east and north of Old Town (Uptown and Multi-Family Neighborhood, respectively). The Plan also included a detailed road map for how to achieve the vision. This includes short and long-range actions in addition to goals and policies to guide the City. The strategic concept underlying the Downtown Plan is to strengthen the areas surrounding the Main Street core and integrate them into a more cohesive unit.

The economic report prepared as part of the 2003 City-wide Visioning Plan identifies three sectors where the downtown has significant growth opportunities:

- Personal and retail services serving a growing population;
- Intra-regional tourist activities;
- Business services sustaining a local economy.

The Downtown Plan promotes these sectors by targeting specific opportunities in each district for the various sectors. For example, the Riverside Village provides an excellent opportunity for tourist-based retail because it lies between Main Street and the Snoqualmie River, the town's two biggest visitor attractions. Uptown, on the other hand, is an ideal setting for professional offices and business services once street access is improved and design guidelines are adjusted. Residential growth, which is encouraged in all districts, will support increased local and convenience retail.

The Downtown Plan sets out goals and policies for each downtown area. Those goals and policies are incorporated into this document. It also sets out goals and policies for Main Street, traffic circulation, parking, transit, pedestrian and bicycle access, and parks. Those goals and policies are contained throughout the Comprehensive Plan.

2.3.2 EXISTING CONDITIONS

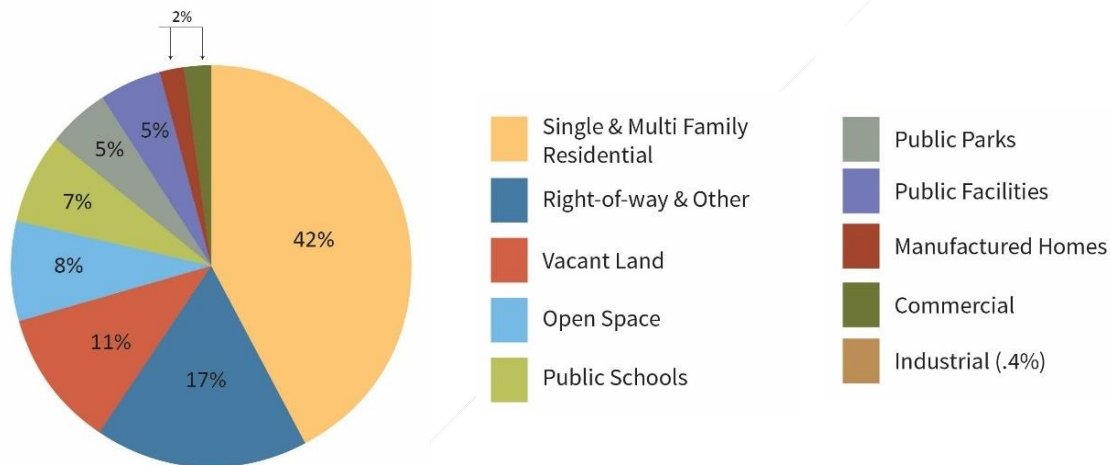
Many important issues arose during the City-wide Visioning and Downtown Plan processes and other public meetings. Additional issues also arose out of the research and analysis of current conditions in the City of Duvall. The areas discussed below represent key themes that were identified during the planning process.



2.3.2.1 Land Use Patterns

The City of Duvall encompasses approximately 2.5 square miles (about 1,592 acres) of land (City of Duvall, 2015). The most dominant land use pattern within the city limits is single- and multi-family residential (42 percent), followed by right-of-way and other uses (17 percent), vacant lands (11 percent), open space (8 percent), and public schools (7 percent). It also includes a variety of other uses, including public parks, public facilities, and commercial (see Figure LU-1).

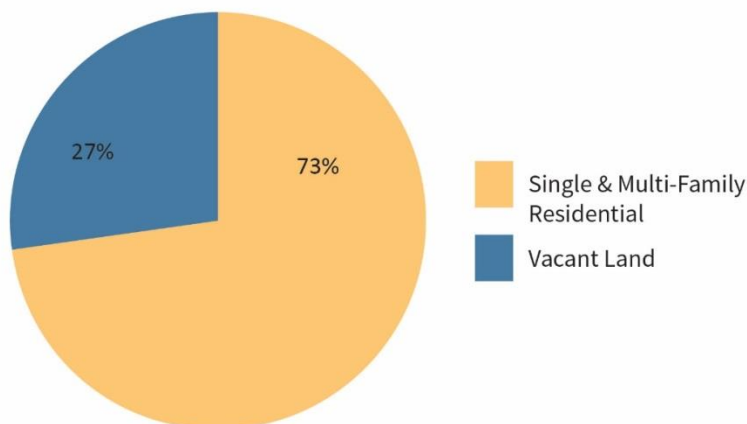
Figure LU-1. Major Existing Land Uses in Duvall City Limits



Source: City of Duvall, 2015

The City's existing UGAs encompass approximately 0.2 square miles (about 137 acres) (City of Duvall, 2015). The land uses in Duvall's UGAs are predominantly single-family residential (73 percent) and vacant lands (27 percent).

Figure LU-2. Major Existing Land Uses in Duvall Urban Growth Areas



Source: City of Duvall, 2015



Photo LU-2. Downtown Duvall in 2014



2.3.2.2 Duvall's Unique Small Town Character

Duvall contains many distinct neighborhoods and business districts, each of them contributing to the City's unique small town character. Following is a description of each of these areas, including a general discussion of existing conditions.

OLD TOWN

Old Town is the heart of the Duvall. It is generally considered to be the area contained within one block north of Bird Street to the north, Stephens Street to the south, the Snoqualmie Valley Trail to the west and 1st Avenue to the east. It is often cited by residents as what they like most about Duvall, and is the area that gives the City a unique presence in the Snoqualmie Valley. Old Town's character is created by its mix of old and new buildings with historic and interesting facades, buildings that are built to the sidewalk, and parallel parking on Main Street, along with the small local businesses that call Main Street home. Wide sidewalks that allow outdoor displays, benches, and outdoor seating at restaurants contribute to Old Town's charm.

The Downtown Sub-area Plan has detailed recommendations for the future of this area. The Economic Development Element reflects that Duvall will experience substantial new development over the next 20 years, and Old Town has the capacity to absorb and benefit from some of this growth. The Economic Development Element contains goals and policies that provide guidance for the development of Old Town while allowing it to maintain its unique historic character.

Challenges to Old Town's development exist, including natural topography and man-made barriers. Pockets of auto-oriented and lower-intensity development isolate Old Town from the rest of the community. Furthermore, development west of Main Street has long created a barrier between Old Town and the Riverfront area. Additionally, the areas designated for mixed-use and residential development east of Old Town have re-use and redevelopment potential for new businesses. Lastly, Old Town currently lacks an identifiable pedestrian network that links park areas and other neighborhoods to it. Sidewalks connecting to residential areas are not provided on many east-west streets. Even though there are sidewalks on NE Stephens Street, this and other east-west streets are not Americans with Disabilities Act (ADA) accessible. Pedestrian connections to Taylor's Landing on the



northwest edge of Old Town and Taylor Park on the southeast edge are also limited. An expanded trail and sidewalk system has strong support from community residents interested in making downtown more pedestrian friendly. Enhancement of the pedestrian environment is seen as a key strategy to attract additional businesses and pedestrians, and other sites with challenges present promising opportunities to strengthen and enhance Old Town.

MAIN STREET AND THE SNOQUALMIE VALLEY TRAIL

Main Street is the only north-south corridor through Duvall and is an important state highway (SR203) connecting Monroe, Duvall, Carnation and the upper valley. This highway accommodates significant through truck and commuting traffic. Access and safety improvements have been on-going as part of Main Street Reconstruction projects which have included safety, parking, and traffic improvements between Stephens Street and NE Cherry Valley Road from 2004 through 2015. The projects included the installation of a low center median, creation of 12-foot wide travel lanes and 12-foot wide joint bicycle and parking lanes. Improvements included wider sidewalks, tree grates, road and pedestrian lighting, small public spaces, public art, and other public amenities. The Transportation Element describes the current arterial system issues and capacities and provides a blueprint for future improvements. The last phase of the Main Street Safety Improvements and Reconstruction (NE Valley Street to Big Rock Road) is currently in the design and permitting phase. Completion of the improvements is planned for 2016.

The existing Snoqualmie Valley Trail links Duvall with Carnation and other Snoqualmie Valley towns to the south, and is popular with locals and visitors alike. However, connections to the trail within Duvall are very limited and poorly identified. Taylor's Landing, the northern terminus of the trail, is isolated in the northwest corner of downtown due in part to poor pedestrian connections. Two unused rights-of-way provide opportunities for future connections.

MIDTOWN

Midtown, the area south of Old Town, is a mix of commercial buildings, residential houses, and vacant lots. Midtown is located between NE Stephens Street on the north, just south of Valley Street on the South, and between the Snoqualmie Valley Trail to the west and 1st Avenue to the east. Coe-Clemons Creek crosses Main Street in a culvert just south of Valley Street. Existing design characteristics range from single-story, strip-like development to mixed-use developments with office or residential space on upper floors. The newer commercial buildings are set back from Main Street with parking lots in front of, or behind, the buildings. Sidewalks extend south from Old Town to Valley Street (with a missing link on the west side around Valley Street). South of Valley Street there are limited sidewalks in the Midtown area, although the current Main Street Safety Improvements and Reconstruction (NE Valley Street to Big Rock Road) project will provide sidewalks through this area and further to the south. On-street parking is provided on the east side of Main Street north of Valley Street, and on both sides of Main Street north of Stephens Street.

BIG ROCK AREA

The Big Rock Area is bounded by Valley Street to the north, Old Big Rock Road to the south, the Snoqualmie Valley Trail to the west, and approximately 3rd Avenue to the east. Thayer Creek crosses Main Street in a culvert in the Big Area on the north side of NE 143rd Place. This area features retail, office, and industrial uses including Safeway Plaza, Duvall Commons, the City Public Works Department, the wastewater treatment plant, Tech Center, Pentz Design and vacant land.



RESIDENTIAL NEIGHBORHOODS

Duvall is largely a residential community, with a variety of neighborhoods that have been established as land was subdivided. The original portion of Duvall, an area that encompasses Bird Street to the north and Park Street to the south, was platted with 25-foot by 100-foot lots in the 1910s. Most of the area is developed with small houses on properties that combine two to four platted lots. A number of duplexes and small multi-family apartment complexes are present in the area. North of Bird Street, most properties are developed or are developing with single-family residences. The area between Bird Street and Cherry Valley Road on the west side of 2nd Avenue

is the exception, where parcels are largely being developed with small-lot, single-family, attached- or detached- houses on lots ranging from 2,500 to 3,500 square feet. Scattered areas of higher-density housing, including small, multi-family apartment buildings, four-plexes, and mobile homes, are also being developed here. Cherry Valley Elementary School and the historic Dougherty Farmstead are north of this area.



Photo LU-3. View from Big Rock Ball Field

Heading east towards the plateau, south of Stephens Street to about 145th Street, parcels average about 10,000 square feet. Most properties in this area are developed with single-family houses. Development within this area largely occurred between the 1980s and early 1990s.

“The plateau” is generally considered to be the area from the west side of 275th Avenue to the eastern city limits. It is largely developed with single-family houses on relatively large lots, averaging about 15,000 square feet. (The exceptions are the properties at the intersection of 278th Avenue and 150th Street, where land is developed at higher densities on lots averaging about 4,500 square feet, and the Duvall Highlands Mobile Home Park.) Almost the entire plateau area has been developed since the early 1990s. Cedarcrest High School and Eagle Rock Multi-Age School are located at the eastern city limits of the residential area. Judd Park, Hix Park, Alva Miller Park, and Big Rock Ball Fields are also located in this area. The City also owns a substantial amount of open space adjacent to the north city limits.

2.3.2.3 Arts and Heritage

Duvall has long been known as a small, historic, arts-oriented community. As the City has grown, a concerted effort has been made by the City and other non-profit organizations to maintain an arts presence and historical references. The results of those efforts are reflected in public art displays, summer music concerts in McCormick Park, indoor music and dance performances, Art Walk, poetry readings, open mic music sessions, family oriented festival that features a parade, and art and music festival centered around sand sculptures, and a historic themed day at the Dougherty Farmstead. There are ongoing efforts to build a performing arts center utilizing materials from the Thayer Barn at the south end of town along with continued efforts to strengthen and enhance the local community band and theater group.



The nonprofit Duvall Historical Society was formed in 1976 to preserve and document the history of the lower Snoqualmie Valley with a special focus on Duvall. It is continually working to preserve local heritage by documenting oral and visual history in Historical Society publications. In conjunction with the City, the Society refurbished the Dougherty Farmstead and converted it into a museum. Currently, the Historical Society is working to place historic markers on many of Duvall's historic buildings.

The Duvall Historical Society undertook a historic structures inventory in 1998. That inventory lists 51 historical buildings and places in Duvall. The City of Duvall Cultural Resources Survey and Inventory is in Appendix A. The inventory was the first step of a process that could include further evaluation of buildings to determine if they are eligible for listing in the National Register of Historic Places.

The City of Duvall owns a number of historical buildings. The Dougherty House was listed in the Washington Heritage Register in July 2004, is listed in the National Register of Historic Places, and has been converted into a museum. In 2002, the City was given the Depot Building that had served the Chicago, Milwaukee, St. Paul, and Pacific Railroad. The Depot was moved to land adjacent to McCormick Park, and the park was extended to include the Depot facility. The former Duvall Community Center at 26512 NE Stella Street has been remodeled by the City and is currently being leased to a pre-school. The City also owns the building at 15619 Main Street NE that is currently being used as a visitor center and public space.

2.3.3 DUVALL'S URBAN GROWTH AREA

2.3.3.1 Designated Urban Growth Areas (UGAs)

As of 2006, the City of Duvall had three designated UGAs where growth, upon annexation, could occur. The designated unincorporated UGA properties are within King County jurisdiction and are zoned UR (urban reserve; 1 unit per 5 acres). The North UGA, located along 275th Avenue NE north of NE 152nd Street, is approximately 87 acres and has a future land use designation of Residential – 4-4.5 units per acre. A small area northwest of Duvall – Monroe Road NE is also included in the UGA. It contains approximately 5 acres and has a future land use designation of Residential – 4-4.5 units per acre.

The 2015 Comprehensive Plan update includes two newly-designated UGAs (Southwest and Southeast). The southwest UGA contains approximately 30 acres and has a future land use designation of PO, which allows for parks and open space and commercial. The Southeast UGA contains approximately 20 acres, near Big Rock Ball Fields and has a future land use designation of Residential – 4-4.5 units per acre.

2.3.3.2 Urban Growth Area Reserve (UGAR)

The UGAR includes the UGAR North (approximately 202 acres) located to the south of NE 150th Street and to the east of 284th Avenue NE/Batten Road NE, and the UGAR South (approximately 125 acres) located to the south of NE Roney Road and east of NE Big Rock Road. The UGAR was designated "Reserve". The City's projected population targets can be accommodated by development of vacant and redevelopable properties within city limits and the UGA. Most properties in the UGA and UGARs are vacant or minimally-developed.

The development opportunities for the area are most likely residential, and under current financial scenarios, residential development does not provide revenue necessary to fund general government services and expansion of public infrastructure to serve the area. Further, evaluation of environmental



constraints for UGAR areas completed as part of the City's Watershed Study revealed that significant portions of the UGAR, and especially the UGAR North area, have limited development potential due to large, forested wetlands and associated streams (ESA, 2015).

The UGARs will retain the existing King County designation of UR (urban reserve; 1 unit per 5 acres) until such time that specific plans have been prepared for the areas. Additionally, the City's policy is to refrain from annexation until financial measures are in place, to ensure that the development within the area can pay for general government services necessary to serve it.

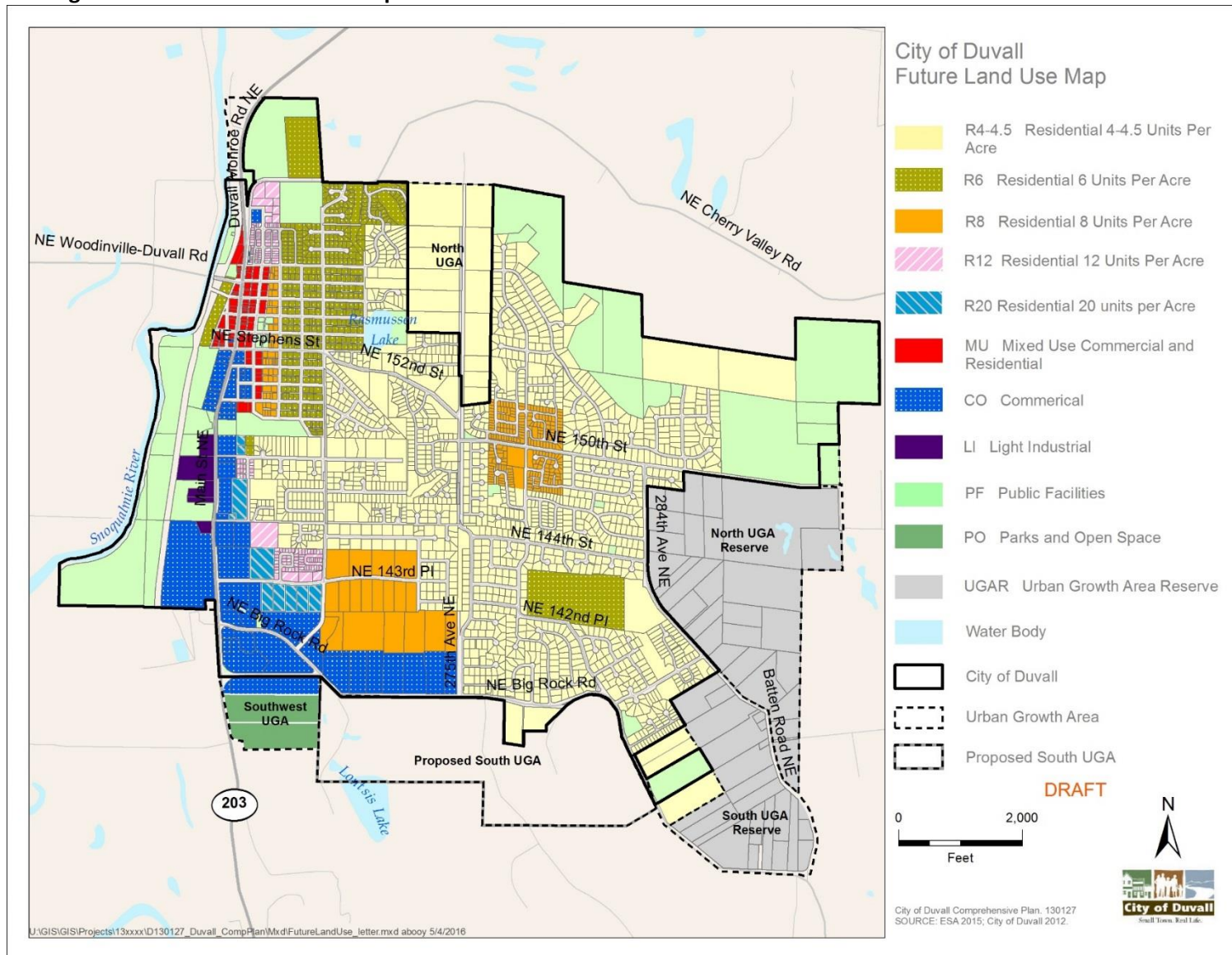
2.3.3.3 Proposed South Urban Growth Area (PSUGA)

During the scoping process for the 2015 Comprehensive Plan Update the City Council included an alternative that considered removing the NUGAR in exchange for a new area south of Big Rock Road. The City's Watershed Study and environmental analysis (EIS) revealed that it was more conducive to development. The development opportunities for the area are most likely residential and commercial development. Further, evaluation of the area is needed prior to (ESA, 2015). The City will work with King County to determine if this is reasonable and feasible during a future Comprehensive Plan docket process.

Figure LU-3 represents the Future Land Use Map and shows future land use designations in Duvall and within the Urban Growth Areas (UGA) and Urban Growth Area Reserves (UGARs). This figure resulted from an extensive analysis in the Environmental Impact Statement (EIS) process.



Figure LU-3. Future Land Use Map





The DEIS and Final EIS (FEIS) included a background analysis of current conditions and consideration of several alternatives that evaluate potential land use (zoning) changes and the geographic location of UGAs and UGARs (City of Duvall, 2015; City of Duvall, 2016a). All alternatives were formulated to be consistent with the City's vision and provide sufficient land capacity to accommodate the 20-year growth targets. Following public review of the DEIS, the City Planning Commission and City Council considered the alternatives and resolved to use the Future Land Use Map shown here for the 2035 Comprehensive Plan.

2.3.4 GROWTH TARGETS AND DEVELOPMENT CAPACITY

Household and employment growth targets are set by King County in coordination with the cities. The current targets for 2035 are 1,140 additional housing units and 840 additional jobs, as described in the Housing and Economic Development Elements. Each household in Duvall is projected to include about three people, on average. Based on this, the 2035 population of Duvall (including the UGA) could increase to 10,000 – 12,000 people.

Residential capacity relates to residential growth targets in a number of ways. First, the City is required to plan for at least the residential growth target. Second, capacity relates to the actual physical landscape factoring in the constraints of critical areas, land needs for streets and public facilities, and non-residential uses. Third, capacity is in part driven by requirements for urban levels of development (for example, a minimum density requirement of four units per acre in urban areas). Fourth, capacity is a result of the citizens' vision for the desired level of development in the City.

Duvall's residential housing capacity is based on a number of assumptions. The details of those assumptions are set out in Appendix B and summarized below.

RESIDENTIAL

As in 2008, the 2015 capacity evaluation included revised assumptions that better reflect actual development trends. The 2008 and 2015 capacity evaluations are based on the following:

- Vacant and pipeline residential properties were anticipated to develop at 90 percent of maximum development potential to account for any yield reductions associated with critical areas.
- Redevelopable residential properties were anticipated to redevelop at 45 percent of maximum development potential to account for any yield reductions because of site constraints and the associated costs of redevelopment.
- The North UGA was estimated R-4 density consistent with the land use designation.

COMMERCIAL AND MIXED USE PROPERTY

The 2008 and 2015 commercial, light industrial and mixed-use capacity evaluations are based on existing commercial floor area data, and the following:

- Pipeline commercial, light industrial, and mixed-use properties were anticipated to develop at 90 percent of maximum development potential.
- Vacant commercial, light industrial, and mixed-use properties were anticipated to develop at 75 percent of maximum development potential to account for any yield reductions associated with development costs or critical areas.



- Redevelopable commercial, light industrial, and mixed-use properties were anticipated to develop at 45 percent of maximum development potential to account for any yield reductions associated with existing structures, development costs, or critical areas.

Since 2004, the City has experienced moderate increases in both multifamily and single-family residential units (Table LU-1). In 2004, mobile homes were included in the count for multifamily units, and after this point were included as single-family units (this explains the reduction in multifamily units between 2004 and 2008). Within the City's UGAs there are very few existing housing units, with substantial increases possible under future land use designation densities when annexation occurs (Table LU-2).

Based on existing residential counts and future housing capacity (consistent with future land use designations), there is capacity to accommodate Duvall's 2035 growth target (Table LU-4; Appendix B). The City will periodically review actual development compared to these assumptions and adjust assumptions and capacity accordingly.

Table LU-1. 2015 Existing Residential Counts

Date	Multifamily Units	Single-family Units
June 2004	256 ^{1,2}	1,765 ¹
July 2008	186 ³	2,154 ^{2,3}
January 2015	213 ³	2,373 ^{2,3}

¹2004 numbers corrected to remove residences counted in the planning process but not completed at that time.

²Includes Mobile Homes

³Does not include UGAR area (2008 value recalculated to remove UGAR residences)

Table LU-2. Housing Units and Population Projections for Urban Growth Areas

Area	2015 Housing Units ¹	2035 Housing Units	2035 Population ¹
North UGA	9	139	420
Southeast UGA	1	78	236
Southwest UGA	1	-1	0
UGAR (North and South)	47	559	1688
Total	58	777	2,350

¹Table was created with the assumption that each single-family household contains 3.02 persons residing in one unit.

Source: 2015 Capacity and Transportation Analysis Study/EIS Alternatives. Duvall, WA (2016b).

Table LU-3. Total Number of Housing Units in 2035



City/UGA	Total Housing Units in 2035
City Limits	3703
North UGA	139
Southeast UGA	80
Southwest UGA	-1
Total	3,921

Table LU-4. Residential Housing Units 2035 Growth Target and Capacity

2035 Growth Target	2035 Capacity
1,140	1,335

Source: City of Duvall 2015 Capacity and Transportation Analysis Study/EIS Alternatives (2016b)

As a result of increasing population and higher-than-average housing prices, Duvall seeks to incorporate a greater diversity of housing types and densities into new residential development. Additionally, residential units will be allowed on upper floors of all commercial and industrial buildings. The community visioning process also articulated a desire for more specific design goals and guidelines to preserve the small-town community character of Duvall. A more in-depth discussion regarding housing-related issues and statistics can be found in the Housing Element.

2.3.4.1 Employment Capacity

The majority of Duvall's residents travel to employment and shopping centers outside of the City, and only a small portion of the population is employed within the city limits. There is approximately one job for every five residents – significantly lower than the regional average of one job for every two people. The Economic Development Element contains analysis of current and projected employment.

The majority of employees in Duvall work in retail, education and finance, insurance, real estate, and services (FIRES), of which the largest percentage is employed by retail services. The King County Countywide Planning Policies include the 2031 employment target for Duvall at an additional 840 jobs. This equates to about 0.75 new jobs per household. While this number is average among other rural cities, it is far lower than nearby cities such as Redmond and Bellevue. This is due not to Duvall's small population size, but to the diversity and number of employment opportunities that can be found in neighboring communities. Duvall's residential growth rate currently surpasses economic growth, and will continue to do so until the employment base within the city is expanded. Additionally, as housing costs within Duvall continue to outpace higher paying jobs, a greater need for an adequate supply of affordable housing is created.

Table LU-5. Jobs to Household Targets and Jobs/Housing Ratio



	Job Target	Household Target	Jobs/Housing Ratio
Duvall	840	1,140	0.74

Source: 2012 King County Countywide Planning Policies

Table LU-6. Employment Development Capacity

Commercial Type	2015 Square Footage	2035 Square Footage
Commercial	370,021	964,790
Light Industrial	56,200	89,685
Total	426,211	1,054,475

Source: City of Duvall 2015 Capacity and Transportation Analysis Study/EIS Alternatives (2016b)

2.3.5 MIXED-USE, COMMERCIAL, AND INDUSTRIAL DEVELOPMENT

The guiding principle for economic development is to focus on making Duvall a great place to live, work, and visit. Providing amenities for citizens and the local business community is the best way to attract other businesses. Marketing and advertising campaigns may be successful in luring growing businesses from one community to another, but those efforts typically attract mobile businesses that will not remain long in Duvall. Fostering entrepreneurial activity is the best long-run strategy for business development, and Duvall should strive to attract these businesses and others that will locate in Duvall for the long term.

The City must provide opportunities for light industrial uses, service and incubator businesses, and retail activities. Due to competitive disadvantages, such as location and access, neighboring cities may be better positioned to attract office, industrial, and distribution employers. On the other hand, Duvall has strengths including its relative housing affordability, skilled labor force, and pleasant small town character.

The City-wide Visioning Plan (City of Duvall, 2003) calls for mixed-use developments in the Old Town area as well as south of Old Town featuring retail uses fronting on Main Street with pedestrian-friendly façades and screened parking. It also incorporates outdoor public plaza spaces with human-scale design elements in the design of new buildings and providing safe and attractive pedestrian access between on-site uses and to connecting properties, including to the Snoqualmie Valley Trail. South of Old Town, mixed-use developments could incorporate a variety of housing types, including free-standing residential uses, in areas not adjacent to an arterial.

Main Street south of Old Town could also be developed with an informal commercial village that could include a collection of small-scale structures with traditional design elements organized around an integrated system of pedestrian pathways and outdoor public spaces.

Opportunities for flex-space and light industrial uses should also be provided. Incubator flex-space will allow for home-grown business expansion and creation. Allowing flexible space in mixed-use zoning



districts could accommodate small-scale manufacturing, indoor storage, and office uses, resulting in job creation and expansion.

When developed, the Big Rock Road Area should include an internal street system that provides access to residential properties internally and that connects to 3rd Avenue NE from NE 143rd Place to NE Big Rock Road. In addition to supporting an interconnected street system, the connectivity would welcome residents into the business areas.

All developments should use sustainable design principles; incorporate sensitive natural features as amenities; ensure there are pedestrian paths across the development and that they connect to the sidewalk, adjacent uses and other pedestrian and bicycle paths; minimize light pollution; and incorporate functional stormwater runoff features into landscape and site plans.

2.4 Land Use Designations

The following are used for designating land use categories in the Comprehensive Plan and also for zoning regulations.

2.4.1 MIXED-USE (MU)

The MU designation allows for a variety of pedestrian-oriented commercial uses of limited scale with residential uses allowed outright on upper floors and conditionally on ground floors in some zones. Residential density shall be limited by site plan and building design requirements. Old Town design review criteria will apply to this designation. The MU land use designation encompasses the Old Town – Mixed-Use, Riverside Village – Mixed-Use, and Uptown – 1st Avenue, designations set out in the Downtown Plan.

2.4.2 RESIDENTIAL – 4 - 4.5 UNITS PER ACRES (R4-4.5)

The R4-4.5 designation allows for single-family detached residential development of 4 to 4.5 units per net acre. Properties designated 4 units per acre were previously low-density residential and/or zoned at 3 units per acre. Properties designated at 4.5 units per acre were previously zoned at 4.5 units per acre. Single-family design review criteria will apply to this designation.

2.4.3 RESIDENTIAL – 6 UNITS PER ACRE (R-6)

The R-6 designation allows for attached or detached single-family residential development at 6 units per acre. Attached units are limited to two-unit structures. Single-family design review criteria will apply to this designation.

2.4.4 RESIDENTIAL – 8 UNITS PER ACRE (R-8)

The R-8 designation allows for attached or detached single-family residential development or cottage-style developments at 8 units per acre. Attached units are limited to two-unit structures. Single-family design review criteria will apply to this designation. The R-8 land use designation encompasses the Uptown – 2nd Avenue corridor set out in the Downtown Plan.



2.4.5 RESIDENTIAL – 12 UNITS PER ACRE (R-12)

The R-12 designation allows for attached or detached, single-family residential development; cottage-style developments; or multi-family development at 12 units per acre. Multi-family design review criteria will apply to this designation.

2.4.6 RESIDENTIAL – 20 UNITS PER ACRE (R-20)

The R-20 designation allows for attached or detached, single-family residential development; cottage-style developments; or multi-family development at 20 units per acre. Multi-family design review criteria will apply to this designation.

2.4.7 PARKS AND OPEN SPACE (PO)

The PO designation allows for public and private open, natural, and improved areas for passive and active recreation.

2.4.8 COMMERCIAL (CO)

The CO zone allows for a wide range of retail, wholesale, mixed-use, and office uses. Outside of Old Town, this land use designation includes commercial, mixed-use and mixed-use/institutional zoning with a residential density of a maximum of 12 units per acre. Residential density in the mixed-use and mixed-use/institutional districts shall be a maximum of 12 units per acre and policies applying to the R-12 land use designation shall also apply. On Main Street and arterials, pedestrian-oriented design will be required. Residential development will be permitted on upper floors in all areas, with residential density limited by site plan and building design requirements. Commercial design review criteria will apply to this designation.

2.4.9 LIGHT INDUSTRIAL (LI)

The LI zone allows for light industrial, wholesale, and outdoor retail and wholesale uses. Residential development will be permitted on upper floors, with residential density limited by site plan and building design requirements. Industrial design review criteria will apply to this designation.

2.4.10 PUBLIC FACILITIES (PF)

The PF zone includes areas designated for parks, open space, and public facilities located permanently in a specific location.

2.4.11 URBAN GROWTH AREA RESERVE (UGAR)

Annexation of the UGAR is not necessary to accommodate Duvall's growth forecasts. Annexation of this area will not occur until such time that specific plans have been prepared for the area and a financial analysis demonstrates that government service provision to the area can be funded by revenues associated with the area's development.

2.5 Design Standards

Design review has been implemented in Duvall in order to ensure that new development is consistent with community character. For single-family houses, design standards include architectural details to ensure homes reflect the City's historic character, including recessed garages, porches, trimmed



windows, roof pitch and overhang, and similar features. For multi-family units, mass and scale are limited and features such as decks, window, and roof treatments are incorporated to ensure development complements the overall neighborhood context.

Similarly, policy and regulatory measures that protect significant trees and increase tree canopy are integral to retaining Duvall's rural character and protecting environmental quality. It is the community's intent to ensure that a substantial number of significant trees are retained on development sites. Single- and multi-family residential development should incorporate street trees and landscaping adjacent to public roads to provide visual appeal and functional buffers adjacent to the road and traveling public. Parking lot and perimeter landscaping in multi-family and commercial developments buffer varying use intensities, attenuate noise, and soften development impacts. Integrated with stormwater management functions, tree retention, replacement, and general landscaping can also provide important environmental functions.

It is also the community's intent to create open space and park space within residential developments, and to ensure that pedestrian paths and connections are adequate to promote non-motorized transportation and healthy communities.

2.6 References

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